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ABSTRACT

Information can play a vital role in assisting inner city residents to cope with major survival problems. The provision of supportive information increases the effectiveness of all types of advocacy. The limited success achieved by recent library outreach programs in the inner city is partially due to the absence of a commitment to advocacy by the library profession and a lack of systems capable of supporting advocacy efforts. The improvement of information delivery services must begin with an understanding of the library as a subsystem within a larger overall services delivery system. Libraries must utilize systematic approaches to the identification of information needs and develop formal linkages with major information sources. To improve professional attitudes toward service and advocacy library education must be restructured, encouraging the librarian to practice as an information specialist and advocate. (Author/SL)

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THE PUBLIC LIBRARY AND ADVOCACY -
INFORMATION FOR SURVIVAL

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THE PUBLIC LIBRARY AND ADVOCACY -
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Scope Of Problem And Definition Of Terms
Information Needs Of Inner-City Residents

The need for information is great, the problem of decision-making is a crucial one; however, the recognition of the public library as part of the solution to this problem is a perception that is still in an embryonic state.

Information is crucial for the survival of citizens at every educational, social and income level. As a democracy which claims the leadership of the "free world", the United States has wide ranging and comprehensive responsibilities for the dissemination of information. When the absence of information creates a vacuum to be filled by demagogues, the processes of democracy become distorted and dangerous. Imperfections within the democratic system grow to monstrous proportions when they are shielded from public scrutiny and public discussion. In the absence of the rudimentary facts, debate on vital issues lies dormant. Indeed, the very acknowledgment of the fact that a problem exists does not occur when the information is controlled or shielded from the public view.

In the context of public need and public utility, information must have two dimensions in order to acquire social significance or value. The information must exist in a communicable format and the information must be widely disseminated. Dissemination involves availability to all and aggressive distribution to those for whom the information is most relevant. For example, information played a major role in the development of American agriculture not merely as a result of government sponsorship of research and applied sciences, but also because there was a unique and thorough information distribution system focused toward those who needed the information most. The network began with the comprehensive U.S. Department of Agriculture Library in Washington, continued through the land grant colleges within each state, and ended with the farm agents wading through the dust of every rural area in America.

Most public library systems subscribe to the notion that local branch libraries exist to serve neighborhood residents. This is their reason for being. Theoretically, the library profession also supports the contention that the information needs of such residents should shape the patterns of local library service delivery. As a logical continuation of this line of

reasoning, it must be recognized that within the inner-city, distribution methods must be as important an element of service as materials selection. Unlike the traditional library user for whom availability is all that is necessary, residents of the inner-city require that the facts which exist in appropriately communicable formats must also be aggressively distributed. Needs must be identified; the sources of information which meet the needs must be found; and the information must be intensely focused toward those for whom it is most relevant.

In the nation's inner-cities the need for information and the disastrous results of the lack of information are more clearly visible than in other communities. Although there are many ills which cannot be helped merely by the exposure to and the utilization of more information, there are, on the other hand, a catalog of ongoing, recurring problems which may be moved toward solutions and resolutions through the utilization of available information. Inner-city residents need information to foster individual subsistence with dignity and to strengthen community groups and institutions. Both of these needs are closely interrelated. The value of information is maximized when there are group and organizational efforts to buttress the

efforts of individuals. Despite poverty, individual families may survive with less anxiety and pain when they better understand the workings of our modern complex society. Group and organization efforts to improve living conditions usually begin with a raising of the level of awareness of existing rights and an increased understanding of how to utilize existing laws, administrative structures and procedures. Of course, it is also sometimes necessary to press for basic changes in the laws and administrative structures. Regardless of the type and level of change attempted, information becomes a vital tool and weapon.

Major Survival Problems

Just as generals and business men need data before they decide, inner-city residents, both leaders and average citizens, need information for decision-making. Prospects for survival are increased as the timeliness and appropriateness of the decision-making is maximized. The level of information may range from straight facts and simple statistics through complex expositions and interpretive explanations to basic background and theoretical works. Materials utilized may vary from a resource file card which describes activities and programs in great detail, to a book or

major reference work concerned with the problem or issue in question. While the average citizen's quest for information may be satisfied by simple facts and statistics, the needs of opinion makers and community leaders will require more complex materials.

To better serve the needs of the inner-city residents it is useful to set up special categories or classification schemes which focus on the priority areas of need. Any such outline of needs should be viewed only as a general set of directional guidelines and all tendencies to freeze lines and force all information into such a funnel must be resisted. Interesting outlines have been developed by the Information Retrieval Manual (IRMA) system in New York City,¹ by the Appalachian Adult Education Center and by other experimental groups.

The students and staff of the Columbia University Community Media Librarian Program developed the following set of information priorities for inner-city residents:

- I. General Know How and Community Action
- II. Community News, Studies, History
- III. Job Training, Employment and Career Development
- IV. Education: Formal and Non-Formal

- V. Social Services and Income Maintenance
- VI. Health and Environment Protection
- VII. Civil and Criminal Legal System
- VIII. Housing and Community Development
- IX. Economic Development
- X. Consumer Education and Protection

Although the emphasis may vary from city to city and neighborhood to neighborhood, most information needs can be fitted into these categories. Inner-city communities are alike enough to enable us to generalize and state that even within this set of ten categories, certain needs can be further pinpointed as being particularly critical within all inner-city communities.

The need for information on Social Services and Income Maintenance is a critical one for a large percentage of inner-city residents. Eligibility requirements, application procedures, waiting periods, locations of offices are examples of the kinds of information residents should expect to be able to find in their neighborhood library. The Civil and Criminal Legal System is a maze which even college trained citizens find it difficult to get through. While one expects to utilize the legal profession for trials and complex suits, there is evidence that a more widespread dissemination of basic information concerning

court procedures could end the near total dependence on lawyers. One statistical forecast predicts that as many as 80 percent of the young Black males in the country will acquire an arrest record. Unfortunately, there is no parallel forecast that adequate free legal aid will be made available. Civil and criminal justice is too often a dollars and cents proposition for the inner-city resident; when they are unable to pay for it, they do not get justice. Consumer Education and Protection is another priority information category which involves law enforcement and the courts. If residents could imitate the corporate structure and retain lawyers to constantly protect their rights, the systematic and institutionalized swindling and exploitation which is commonplace in most inner-city communities would be eradicated. Already there are substantial laws available to protect consumers. More information about these laws and how they work is the vital need of those who definitely lack the funds to retain a constantly vigilant corporate attorney. For poor people such information has an immediate dollars and cents value.

Certain other categories appear to be self-evident, but history and experience show that libraries have not responded to these obvious needs. The

category of Community News, Studies, History, assumes a special significance as mass media increases its domination of communications. As the media broadcast and edit for more and more people, inner-city communities receive less and less attention. The community of Bedford-Stuyvesant in Brooklyn contains nearly 300,000 residents of all races and income levels. It also has a rich social and institutional life filled with vitality. Each day this densely populated area generates more news than the average American city; however, it has no daily newspapers, radio and no television stations. The significant events which occurred in this community a month ago have already vanished from history except for what remains in the memories of a few individuals.

Because of their strategic importance in relation to the other categories, three of these priority needs may be further highlighted as major survival problems: Job Training, Employment and Career Development; General Know How and Community Action; Education: Formal and Non-Formal.

The problems of unemployment and underemployment are the most crucial ones because they directly determine the capacity for survival. To obtain the necessities of food, clothing, shelter, transportation

and education, residents must first have employment which produces an adequate income. It is a generally accepted fact that numerous social ills may be eradicated as public concerns by the provision of more income. High divorce and desertion rates and high illegitimacy rates among low income citizens are public issues because they have an immediate impact on public expenditures in the areas of social services and income maintenance. Greater income enables the middle income populace to keep their family, marital and sexual affairs private and of little concern for the public budget. Although the case has been overstated by persons seeking to absolve the school systems from primary responsibility for education, there is a direct relationship between family income and the educational achievement of children. Since there are few who would question this basic contention that employment and income should be core concerns, it will not be necessary to belabor the point.

That information is of vital importance in dealing with the problems of unemployment and underemployment is not so readily understood even in the professional circles where the responsibility for finding jobs and training residents has been lodged for many years. It is true that the macro-problems of prevailing

political philosophy and the state of the economy have the primary and most massive impact upon the employment patterns and possibilities; nevertheless, within the local work environment, there are micro-issues and developments which govern job and training opportunities. Experience documented by several studies has shown that large amounts of public funds have been wasted as a result of the inability of local manpower training programs to match those in need with the available training slots. On a more complex level, information which is useful in predicting new job opportunities is seldom synthesized in ways which support long term decision-making about employment related activities. For example, the fact that the nation is about to launch a massive comprehensive health care system appears to be of little interest to professionals in the employment counseling field. Adequate health care for the millions of citizens who are presently inadequately served will involve the generation of numerous jobs at the paraprofessional and technician level. Educational programs in high schools and manpower institutes should be re-examined and re-designed now to meet the inevitable needs of tomorrow in the clinics, hospitals and health maintenance organizations.

Unemployment and underemployment are major survival problems within the inner-city and in order for public libraries to make a relevant contribution toward the solution of the problem, they should specialize in the provision of job training, employment and career development information.

Economic and political exploitation in a wide variety of forms is a second major survival problem. Analyses of the plight of the poor in America nearly always ignores the significance of the "exploitation factor". Poor people not only struggle to overcome the well-known obstacles of poverty and the urban jungle; the poor are also human prey constantly being victimized by other members of their species who are shrewder, better capitalized, well connected socially and politically, and sometimes merely the possessors of a lighter skin. The average inner-city resident is not merely a man rowing against a hostile current; on both sides of the stream there are bandits who are trying to steal his boat. Loan sharks, slumlords and petty hustlers readily come to mind; however, the exploiter is often present in more subtle but equally damaging forms. The policemen attempting to reach his arrest quota and thus earn a promotion for himself by making unjustified arrests of youth; the social worker seeking to score a

higher performance rating by rejecting a greater percentage of the applicants for public assistance, even those in need; the teachers who pressure principals to discontinue programs which employ community paraprofessionals in order to fund programs which provide after-school employment for teachers. These respected professionals are also scavengers preying upon the defenseless.

Community action is a vital strategy of self-defense and community counter-attack against such ever present exploitation. The information priority, General Know-How and Community Action, assumes a special importance because it provides information about processes, methods, procedures; it is about ways to pressure the system to respond.

Needless to say all citizens in all neighborhoods - low, middle or high income; suburban or urban - should know how to obtain the delivery of services and benefits to which they are entitled from public and private institutions. Inner-city communities, however, usually lack the normal and regular liaisons and channels of communication with institutions. Because of their lack of economic power and voting strength such communities do not have elected officials who are responsive to their needs and who will serve as their

advocates in their quest for services. Inner-city communities have traditionally suffered from a drain on their leadership which leaves them weak and unorganized, openly exposed to every form of economic and political chicanery. Exploited, oppressed and deprived of the means available to other American communities, the inner-city must rely on alternative methods. Community action thus becomes a vitally necessary activity, one of the few legal ways to obtain justice by working within the system. Information which facilitates such action must be assigned top priority.

Unfortunately, the public school system often stands accused as one of the exploiter's of inner-city residents. Because it prepares individuals to cope with a broad range of problems over a long term period, formal education at its best may be viewed as a kind of indirect "advocate counseling". (This concept will be discussed below in greater detail.) American educational philosophy repeatedly stresses its concern with understanding processes, approaches, and methods instead of absorbing mere bodies of facts and statistics. If the actual practice was synonymous with the stated mission - or even close to it - then the concept of education for survival would not be different from the goal of public education in general. Survival depends

on knowing "how to deal": in the streets, at the welfare office, at the police stations, in the courts, at the employment office, with the internal revenue service; the list is finite but very long.

Beyond survival, achievement is also dependent upon one's ability to negotiate the system, "to deal": in the academic world, the corporate or bureaucratic jungles, at the obstacle course created by the court system. The education that is needed and that would be most relevant is instruction which teaches one "how to deal" utilizing immediate problems and related institutions as examples and illustrations but generalizing from the specific to the abstract to foster understanding of the process. Although these simple and self-evident pedagogical truths are widely accepted, the implementation of programs which achieve the desired educational results have proved to be very difficult. This absence of significant results over a long period of time has led inner-city residents to pinpoint change in the public school system as a major survival issue. The parents of the inner-city recognize that mindless assemblyline work is as obsolete as the pick and the shovel. Training for work and survival cannot be provided by lay parents and relatives; only the school system has the potential for providing the necessary

preparations for survival in a complex society. The lack of relevancy and the general inadequacy of educational institutions is a major survival problem and although present pressures for change are focused primarily on the public schools, the absence of relevancy and educational utility in public libraries and the publicly licensed radio and television establishments is another crucial aspect of the problem. Unlike the formal education efforts which exist but are inadequate, the non-formal, e.g. adult education or library based programs, and mass education efforts, radio or television programs, focused in the direction of inner-city residents, are either miniscule or non-existent. As an information priority, Education: Formal and Non-Formal assumes an importance of many dimensions.

The Provision of Information is Automatic Advocacy

The objective provision of information to individuals or groups is automatically an action in their behalf. The presence of information creates options, sets the stage for meaningful decision-making. Every problem, issue, institutional function has its own inventory of information, is immersed in a particular environment of facts, statistics, theories, laws, regulations, precedents and cases.

Good information service constitutes a kind of general advocacy. In order to contribute significantly to inner-city survival efforts, such "general advocacy" as a concept, must be pursued in a more conscious and systematic manner. To understand the elements and dimensions of advocacy as a concept, it would be useful to explore six advocacy models: the natural leader, the clubhouse, official bureau advocacy, the ombudsman, unofficial organized advocacy, advocate counseling.

The natural leader - chief, king, elder, local neighborhood philosopher - represents the oldest form of advocacy. Persons ascend to such positions usually on the basis of age and experience. Information has been accumulated by living. Perceptive observations, reflections on basic developments within the immediate natural and social domain, the constant repetition of important routines; these have all combined to create an expert able to serve as advocate for those who come to him for help.

The clubhouse - a ruling clique within a political party, guild, fraternity, union - replaces the one man leader with an institutional framework. Such structures usually revolve around a set of concrete special interests. Detailed knowledge of a set of rules, regulations, formulas, contacts, codes or other

similar information is often of vital importance to the maintenance of the privileged position of the clubhouse. Detailed knowledge of the election laws allows the Democratic and Republican Party apparatus to hold power by maximizing the advantages for their chosen candidates while harassing their opponents with the numerous technicalities of the law. It is also interesting to note the poverty of written information published by political parties. The oral and informal passage of information is also a preferred pattern among leaderships in fraternities and unions. A clear statement of eligibility requirements for membership, or more systematically distributed information in hiring halls would lessen the power of the leaders as advocates. The careful guarding of and the use and misuse of information is a vital element of clubhouse power.

Official bureau advocacy - community action agencies, agriculture experimental stations, consumer frauds bureaus - is the most widespread and the best financed advocacy effort. The official mission of numerous government agencies is the protection and service of certain clearly defined groups. The absence of effective advocacy efforts with concrete results can seldom be blamed on a lack of staff, facilities and

other resources. The generation of information is also a commonly accepted function of the official agencies. The quantity of publications produced is a major agency measurement of their productivity. The timeliness, relevancy, clarity and optimum distribution of such published information appears to be of little concern and blurs the advocacy role of the bureaus. Information flowing from the decision-making seats of power into the official bureaucracies is like electricity; it loses its voltage as it travels downward. Most of the vital facts related to national laws are several months old by the time they reach the general public and the limited opportunities to respond are usually no longer available. For example: most of the departments of the federal government are required by law to circulate any new administrative regulations in draft form before they are finalized and published in the Federal Register. A reasonable period, usually 30 days, must be allowed for comments and responses from interested citizens. In practice, however, only other bureaucrats at the state and local levels are sent copies of such draft regulations. The citizens most effected never see the proposed rules unless a local official chooses to inform them. In this and many other ways the official bureau advocates fail to provide vital information to their clients.

The ombudsman, a public officer or agency designated by the government to serve as advocate for the citizen, should serve primarily as a whip, stimulant, catalyst, official threat over the heads of public officials. The ombudsman concept, well developed in Scandinavian countries, has been explored extensively in the past few years as a result of the increasing frustration experienced by citizens in their encounters with the government bureaucracy. The logical and obvious question has already been repeatedly raised: in a complex society, with huge bureaucracies, how can an ombudsman function effectively unless he is given a large staff and administrative apparatus comparable to the bureaucracies he must challenge? To gain information, the ombudsman and his staff will have to follow a route similar to that which any citizen or group must follow. It may be argued that the ombudsman will have more authority and such power will lubricate his path through the bureaucracy. But such an argument raises the obvious question of why not find ways to give more power to the average citizen and avoid the creation of another layer of bureaucracy?

Unofficial organized advocacy - poverty law groups, welfare rights organizations, Ralph Nader groups - is the province of private groups who volun-

tarily adopt the advocacy functions already assigned to official agencies. The protection of the rights of the blind, aged, disabled, children and the indigent is a stated goal for most state and local social service agencies; nevertheless, within the past ten years, the crucial issues related to the provision of social services were catapulted into public view and became major priorities only after the organization of the welfare rights movements. Guided by a small number of professionals, with miniscule budgets and facilities, the welfare recipients served as their own advocates and quickly surpassed the achievements of the generously staffed and well financed social service agencies.

The Ralph Nader combination of a few researchers, a few lawyers, and a few public relations experts operating in task force groups focused upon a single problem or issue provides the most dramatic example of the organized but unofficial advocacy organization. At the core of the Nader approach is the relentless pursuit of information. Such information usually gleaned from official documents, is clearly interpreted and then offered to the public in a well publicized manner.

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without the advocate to clear the way. Instead of the extensive reliance on the expertise of the advocate, the advocate counselor emphasizes the process to be utilized by any aggrieved person to obtain a satisfactory response from the system or from any institution. Information about the processes of pressuring for meaningful responses and for change as well as the inventory of information surrounding a particular problem is supplied to the client by the advocate counselor. In addition to information, an effective counselor offers personal encouragement and support and serves as a vital reference point for the client. To teach the client "how to deal" is the mission of the advocate counselor.

Michael Brophy of the Advocate Education Program at the University of Wisconsin-Milwaukee provides a simple and concrete explanation of the distinction between advocacy and advocate counseling. He writes:

Unlike the professional or "para-professional" in the advocacy models who advocates for the client, the Advocate Counselor, utilizing the process described in Part II (of this paper) helps the client to advocate for him/her self. Through this process the clients rather than the professionals, come to assert more control over the environmental macro-units which have oppressed them.²

In Part II of his paper, Brophy delineates the role of information in this process:

It is a common psychological phenomenon that persons who are under the press of a problem orientation tend to see only a very limited number of possible solutions. In the absence of accurate information from institutions causing/aggravating the problem, the consequences of most of these solutions take on an ominous tone. This lack of accurate information has the effect of forcing people into passive modes of behavior, which often increases anxiety, or into ineffective assertive behaviors, which among the young especially, often result in violence or dissipation.

Brophy places great emphasis on the utilization of information in the process of developing the client:

The Information Resource Center. The Education Phase of this Model is dependent upon the ability of the counselor to build an Information Resource Center and use it. The need and rationale for the establishment of such a facility are as follows:

1. It provides the knowledge which will allow the counselor to respond to inquiries from clients with institution-related problems with some concrete answers;
2. The Advocate Counselor organizes and utilizes this facility for action-oriented research, i.e., research which can lead to some action on the part of the client;
3. The presence of this Information Center and a sincere effort at an objective and personal delivery of the accurate information generated by the primary source material tends to

develop a climate of trust between the Advocate Counselor and the client;

4. The Center and the memoranda which emanate from it also provide the Advocate Counselor with a positive and visible outreach mechanism; he/she becomes one who is known as a person who is willing and able to provide information which may help a client toward a solution to a problem; and
5. The Center provides the client with the opportunity to identify the mechanisms of institutions, thereby increasing his/her visibility of control.

In conclusion, all of the approaches to advocacy discussed above clearly require supportive information. By continuing their roles of merely being responsible for the dissemination of information, libraries may serve the cause of advocacy. By launching a greater effort to supply supportive information to the various advocate efforts, they may indirectly provide more relevant assistance to individuals and groups in need. By incorporating the basic elements of the advocate counseling approach into library routines, libraries may become immediately relevant to the survival needs of large numbers of inner-city residents. An examination of past library experiments will show that there are few precedents to support a proposed advocacy role for libraries; nevertheless, public libraries have

the facilities, staff and other resources necessary for a greater and more widespread advocacy role. A change in philosophy and attitude is needed to begin to change potential capacity into actual information service systems with advocacy as a major ingredient.

Background And Development Of Library Programs

The Gestation of Library Programs: 1965 To Date

When the Library Services and Construction Act was passed in 1965, it became a catalyst for a flood of programs centered in and around inner-city libraries.

A variety of programs blossomed, from using government funds to re-enforce and enrich existing services, through a variety of "innovations" emphasizing "outreach", to the most innovative program of all, the community-controlled Langston Hughes Community Library and Cultural Center of the Queens Borough Public Library.

L.S.C.A. funds were used by The New York Public Library, in its North Manhattan Project, to revitalize the collections, expand audio-visual equipment inventories and activities, and increase staff. Where there had been one young adult librarian, for instance, with federal funds there were three. The library also added an audio-visual technician, and a "door attendant" to the staff. Six thousand dollars was allocated the first year for books for young adults alone, and a projector, a screen, a television set, a record player and earphones were purchased. The emphasis was on advertising the services and "getting non-users into the library".⁵

Many libraries set up deposit collections in housing projects, community centers, barber shops and bars, social agencies. Neighborhood library centers were established in some cities. Bookmobiles and vans went out to inner-city areas as well as into poverty pockets in hard-to-reach non-urban areas, with library materials.

There were other variations in programs, such as Philadelphia's Reader Development Project, providing paperback and film strip collections including minority history and culture, and easy-to-read materials on subjects such as jobs and consumer affairs. Cleveland Public Library's Books/Jobs program addressed itself to providing materials in one of the major survival areas - employment.

The major thrust of most L.S.C.A. programs had a common thread - they operated from the common conceptual base of traditional library services. They sought, through what they could define as relevant collections and programs, and often through contacts with community agencies and organizations, to "reach out".

Library services, weighed down with its tradition of professionalism, established as an island in (usually) Carnegie buildings in inner-city communities,

sought to build bridges across the gulf separating the library from the community. They operated from the library to the community. (The role of professionalism in education and its relation to elitism, discussed in a most interesting and important study by Diane Ravitch, would be a useful investigation in library history.)⁶

Community liaison aides, such as those assigned to libraries in the New York Public Library's South Bronx project, were hired from the community, and through them libraries sought a "true two-way community involvement with the staff".⁷

In her study of 15 library programs for the disadvantaged, Claire K. Lipsman points out that in spite of the community related efforts in the program, libraries in low-income areas, with low levels of education and literacy, reach, in some areas, less than ten percent of the adult population.⁸ Robert D. Leigh, who headed the Public Library Inquiry in 1949, reported in The Public Library in the United States that ten percent of the adult population were regular library users, while one third of the population of children and young people use libraries. Although these groups represent a minority of the population, Mr. Leigh states "in no sense does this mean that the

library patrons are an inconsequential minority or that public library service is an unimportant segment of the whole machinery of public communication".⁹ On the contrary, serving this "self-selected" minority is the "public library's natural role" since "the whole community's cultural interests are served indirectly by excellent service to these groups".¹⁰ Paradoxically, then, it seems that when the library is serving the ten percent of the population in the inner-city the same standards in the profession do not apply as to the ten percent who "have had more schooling, have larger home libraries, read more magazines, see more movies, and listen to more of the serious radio programs than the average of all adults",¹¹ for whom it has a "social value much greater than the gross numbers involved" since this group encompasses "more than a numerical proportion of those who serve voluntarily in all levels as leaders of opinion and culture in their communities".¹² The middle class orientation of the public library was encouraged and re-enforced by this study.

The library programs developed as a result of the impetus of federal funds sought to counter this middle class drift. In addition, they sought to reverse the declining circulation which in more recent

years has, in many cities, affected even juvenile circulation. As we have seen in the opening sections of this paper, the adult population has a whole series of information needs which the public library could serve if it recognized the needs and organized the service.

The failure of the library programs is important to the public libraries themselves, for it is a crucial factor for their survival. However, this self-serving approach to building library programs can only lead to further disappointment and disenchantment. In addition, it is questionable whether an institution which does not carry out its legitimate functions in the community deserves public support. It is important that the profession take a hard look at the goals and nature of the service to inner-city communities and that judgments be made as to whether or not libraries are serving the community in a socially useful manner.

The hard facts are that the overwhelming basic needs for survival are crucial to inner-city residents. Although man does not live by bread alone, he certainly cannot live without it. Virginia Woolf wrote some years ago that in order to create, a writer needed a room of one's own and 500 pounds a year. In today's

inner-cities the thrust for upward mobility is so strong, that librarians report that even young children when looking over a book want to know if it is going to be useful for their future. There is no doubt that an effective and comprehensive information dissemination system is vital to community survival, and as "natural" to library service, as serving the opinion makers is in the middle class areas.

The Library As An Information Center: Recent Developments

There have been a series of significant projects in libraries in the information and referral field. In August, 1968 the Langston Hughes Library - Community Information - Cultural Center was opened in the Corona-East Elmhurst section of Queens, with Library Services and Construction Act funds and under the sponsorship of the Queens Borough Public Library. Almost from the beginning, the staff hired by the Library Action Committee from the community, were involved in assisting residents with information:

concerning benefits poor people are entitled to and how to avail themselves of them; employment opportunities and training; scholarship opportunities; codes, laws and regulations affecting the area and the people living in it.¹³

The methods of information gathering and the skills in dissemination are a prototype for a community-based service. (The single most significant feature of the Langston Hughes library, community control, is discussed in another section of this paper.)

Other libraries have developed programs, in recent years, with their own variations. In Houston the library works in a coalition with the Information and Referral agencies in the city. In Yonkers, New York the library set up a Job Information Center, which gathers in one site all job information data, assisting patrons in using job hunting tools, providing help in writing resumes, as well as working with agencies and organizations concerned with job training and employment.¹⁴

The inter-agency cooperative approach to service was developed by the library in London, Ontario in the Crouch Neighborhood Resource Centre. (Other libraries have worked out mutual arrangements with other agencies, such as the library rooms in Baltimore's multi-service centers, but these are not specifically geared to information and referral services.) The Free Library of Philadelphia worked with the local Model Cities organization in the Model Cities Information Center. Many

libraries have established telephone hot lines, some specialized, for youth problems or other special needs.

Citizens Urban Information Centers for Brooklyn, New York's 55 branches, funded by the U.S. Department of Health, Education and Welfare, is projected for implementation in the near future. The most comprehensive and ambitious of all information service systems, the CUIC plans to provide information "on the complete range of individual and community services available from city, state, federal and voluntary agencies".¹⁵ The CUIC Center will be jointly administered by the Brooklyn Public Library and the Administration and Management Research Association of New York City, Inc., and will be staffed by two para-professionals in each branch, hired from the communities which the library serve.

The most significant information service in operation to date is that of the Detroit Public Library. In April, 1973 the Detroit Public Library committed its total library system to the organization of an information and referral service. Two branches had already been operating for about a year as demonstration sites for Neighborhood Information Centers as part of the five public libraries consortium, funded

by the Bureau of Libraries and Learning Resources of the Office of Education.¹⁶ The other public library systems which have branches operating as Neighborhood Information Centers under this grant are Atlanta, Cleveland, Houston and Queens Borough.

The development of TIP (The Information Place), the staff orientation, the development of the data and its organization, the analysis of the questions and how they were handled, all are a major study in themselves. We can only touch on the highlights.

An offer by a public relations firm to carry out a massive publicity campaign on the Detroit Public Library's information service was the catalyst for instituting the service in all of Detroit's 29 branches. In June, 1973 Detroit residents listening to the radio, watching TV, riding the busses, scanning billboards on the street, were urged to "tell your problems to the library" by calling TIP (The Information Place), phone number 321-1111. At the time of the kick-off of the publicity campaign, the library was getting 3,000 calls per month for information. By June, 1974, the calls were up to 10,000 per month.

TIP is a significant development in the public library field. The courageous and unambiguous commitment of the library's resources to this service by

Director Clara Jones has made possible an experience on a scale of such significance in a city of national importance that its impact on the profession can be immeasurable.

Robert Croneberger, the Deputy Director, now responsible for guiding the development of the service, has said that once you have decided the public library should do information and referral service, the next question is how. A four-step plan was instituted to develop TIP. Step I was In-Branch Implementation; Step II was Local Publicity, on a branch level, simultaneously with city-wide publicity; Step III, Community Involvement; and Step IV, Response to Community Concerns.

A TIP Center exists in every branch. A central clearinghouse was organized in the main library with a staff of six under Caroline Luck. The clearinghouse contains the master file which forms the data base for the information file, and through which flows the information which keeps the files updated, and to which are sent the question cards filled out by the branch worker on each inquiry, the sources and referrals and the disposition, for future in-depth analysis.

The crucial instrument in the service is the telephone. TIP Central and the branches are provided with a device which allows for a three-way conversation - the patron, the libraries and the agency or individual - all of whom communicate in running down the answer to the problem.

Central to the optimum functioning of information service is the understanding and cooperation of the staff. TIP is considered a regular branch activity, with its own specialized resources and skills. In the first of a series of workshops that were held, the points identified as most important for staff development were:

1. Importance of all staff becoming familiar with the files.
2. Importance of adequate orientation and preparation to handle the files and the people served.
3. Importance of identifying staff roles and functions.
4. Importance of seeking maximum involvement of all staff.¹⁷

To deal with the many questions from branch staff on the practical aspects of outreach, Marsha Allen, Branch Librarian in Lincoln Branch, one of the branches involved in the original NIC demonstration project, emphasized at a TIP workshop May 18, 1973,

the importance of involvement of the whole staff - professionals, clerks, aides - and the need for mutual supportiveness. Following the "Guidelines to Outreach" developed by the central staff, library personnel were to contact agencies and groups, attend meetings of groups and organizations, take "community walks" for the dual purpose of publicizing TIP and gathering local information.¹⁸

The relationship between TIP and Detroit's social and government agencies, the particular physiognomy of the service based on the city's government structure and social and welfare organization, the evolution of the concept as it is reshaped by the daily total experience are all of intense and critical interest to the profession, and hopefully will be reported in the future.

It is clear that since the early years of "outreach" from 1965, the public libraries are in the process of evolving concepts of service that depart from the exclusively traditional approaches, whether offered inside or outside library buildings. For a variety of reasons - the erosion of the libraries' middle class base as the more affluent have fled the cities; the electronic revolution and the shrinking of a print oriented public; the alienation of all social and cul-

tural agencies with their paternalistic bias from a population increasingly self-assertive; the low priority in recent years, at budget time, on cultural and social institutions - all these factors have contributed to self-examination and self-evaluation among public librarians and a growing awareness of a role which would bring the institution into more close concert with its public - the information service role.

Proposal For A Systems Approach To
Information Delivery
The Library As A Sub-System In An Overall Services
Delivery System

As indicated in the examples cited above the library profession is groping for answers in its quest to become more relevant to survival needs; however, a new understanding of its mission, a new professional attitude is needed before the library can begin to effectively serve the cause of advocacy for inner-city residents. Most of the myriad of detailed problems may be solved after the basic issues of sense of purpose and "reason for being" are re-examined. Among the publicly financed institutions libraries are not alone in their need to re-examine fundamental goals and basic operations policies and procedures. The myriad of programs and services which presently are located within most inner-cities must also examine their isolated positions and consider ways to function in unison and with productive coordination.

Service programs evolved in a helter-skelter, haphazard manner and it is therefore easy to understand why they are operated as separate and distinct agencies and not as components of an overall system. For the good of all concerned, however, it would be useful to

view all such programs and agencies as part of an overall delivery system. The basic components of such a delivery system would be the health, housing, planning, economic development, job training agencies; protective agencies such as police and fire; regulatory agencies such as the licensing bureaus and the courts; social service agencies such as day care and senior citizens centers; educational agencies such as public schools and colleges. Within this overall service delivery system the public library should serve as the information management component.

The effective provision of information to inner-city communities requires that there be a steady and timely flow of information from those programs and agencies which play a major role in, and have a continuing impact upon the lives of the residents of the inner-city. The information should flow through and be processed by the library. Selection of what is most pertinent and significant and selection of the format which most effectively communicates it would be the awesome responsibility of the public library.

To effectively manage such information and select formats which effectively communicate it to inner-city residents, the library should consider the world of business and industry and the ways in which

it meets its information needs. For the sake of this example we will omit the hourly and daily computer and telecommunications. It would be useful to focus on a more static part of the business world information system: the weekly newspaper summary or the weekly business magazine. An examination of a variety of such publications reveals the following categories as standard features: Personal Finance; Business Briefs; Quotations on Stocks and Bonds; Industrial Averages; Commodities Index; Summaries on Law, Legislation, Advertising, Taxes.

Paralleling this approach, an inner-city library system might publish a weekly information newsletter or bulletin or produce a weekly radio or television show which contained the following features: Personal Finance; Consumer's Cost of Living Index; Employment Summary; Local News Briefs; Courtroom Briefs; Long Term Job Forecast; Medical Guide; Family Health News; Community Safety and Crime Prevention Tips; Apartment Vacancy Listings; Public School News Briefs; Welfare Department Changes in Rules and Regulations; Calendar of Important Public Hearings; Calendar of Local Community Meetings; Understanding Your City Budget; Review of Free and Inexpensive Information Material; Community People in the News.

If this approach with popular headings is considered confusing or vulgar, then a straight and simple approach which lists each function and major agency of government and provides a weekly, (monthly or quarterly) news summary might be attempted as a more suitable one: News from the Welfare Department; Information from the State Employment Agency; News from.....; Information from.....; Facts from.....; Statistics from.....; Laws, Rules and Regulations of.....

The lives and survival needs of inner-city residents are so interwoven with the responsibilities of government agencies that considerable effort must be expended to establish workable linkages between the library and the other components of the overall services delivery system. Such linkages must begin with an understanding of the purpose and functions of each agency and an examination of the agency's information situation. A useful tool for this purpose is a simple Agency Information Production Analysis Sheet which summarizes the agency's purpose; scope of legal responsibilities; importance to inner-city residents; information policies - stated and de facto; information production resources including the nature of the responsible unit, number of staff in the unit, budget of unit, materials distribution mechanism, scheduling,

frequency and volume of production; examples of typical materials produced. Site visits and person to person negotiations are important additional steps in establishing firm linkages with other agencies.

The TIP (The Information Place) program of the Detroit Public Library, briefly described above, relies heavily on good relationships with other local agencies in order to be able to deliver to its clients. In most government agencies the information delivery function is a low priority concern constantly subordinated to other routines. The recognition of the library as the information management vehicle for all local agencies will serve as an important first step in the establishment of an understanding of the serious role of information in the daily lives of inner-city residents.

A Systematic Approach To The Identification Of Needs

In addition to the systematic establishment of linkages to the agencies and officials who constitute major sources of the most valuable information, a systematic approach to the identification of needs is necessary. Speed is an important element of effective advocacy and in order to have the right information when it is most needed, libraries must develop ways to

identify and anticipate needs in an ongoing manner. There are numerous user surveys available including the classic, The Public Library Inquiry; however, the need is not for more librarians to read the conclusions and results of more studies. Such studies are usually too broad and general or too outdated to meet the needs of particular neighborhoods. They also, by their nomenclature and their basic assumptions, indicate that the library and its use, not community needs, are the kernel of the conceptual structure of the study. What is needed is a simple practical approach which any practicing librarian may apply to pinpoint community information needs.

The following set of steps developed by the Columbia University Community Media Librarian program is designed to facilitate a rapid but systematic determination of community needs and to provide a method for keeping the system relevant and current.

I. The Thirty Day Initial Orientation

- A. Examination Of Existing Library Records
- B. Review Of Relevant Official Statistics
- C. Review Of Relevant Fiction And Special Studies
- D. Review Of Relevant Records Of Other Agencies

- E. Walking Tours or Video Survey of
Community
- F. Preparation of a Summary Neighborhood
Profile
- II. Prepare Initial Community Information Needs
Report
- III. Establish Informal Neighborhood Opinion
Panel And Test Initial Needs Report
- IV. Arrange Special Consultations With Recognized
Leaders
- V. System For Remaining Relevant And Current
 - A. Periodically Update Walking Tours Or
Video Survey
 - B. Review Changes Planned For The Community
By Government Agencies
 - C. Remain Current And Relevant With Local
And National Developments
 - D. Regularly Attend Community Meetings And
Special Events
- VI. Establish A Neighborhood Advisory Committee
- VII. Prepare Second Draft Of Community Information
Needs Report
- VIII. Revise Community Information Needs Report
Periodically

The Thirty Day Initial Orientation is simple and self-evident; nevertheless, the prevailing approach to "community work" or needs analysis in most public libraries continues to rely primarily on informal observations and common sense. It can readily be seen that no great amount of time and resources is necessary to complete these six basic orientation steps. Census statistics, the material most frequently used in library community surveys, provide the basic demographic data and are readily available. In preparing to meet the needs of the local populace one does not have to make guesses concerning the number of unemployed adults, the percentage of senior citizens, the infant mortality rate, etc. Simple research utilizing local materials combined with on-the-spot observations may bring a trained librarian to the point of preparing the "initial" Community Information Needs Report or some other statement of priority information needs.

Before a needs report can be completed, even the initial one, an additional ingredient is necessary. The general education and the imagination of the professional librarian must be interjected into the facts and statistics. Interpretations of the facts and an understanding of their implications are dependent on the know-how, judgment and experience of the librarian.

For example: A community with poor public health facilities, a high infant mortality rate and a large number of persons between the ages of 18 and 25 who are unemployed is a community in need of information not only about immediate health care alternatives; information about national comprehensive health care programs presently being proposed should also be made available along with information on training for health careers. To anticipate the employment of large numbers of young people in a comprehensive health care system financed by the government is a sound projection.

The utilization of an informal opinion panel drawn from a cross-section of residents is more complicated and more time-consuming but necessary in order to move the library's perception of local information needs closer to the actual needs. A "neighborhood opinion panel" may be a representative sampling of as many as 100 or as few as ten residents. The lack of the capacity to work with a large sampling should not lead to the discarding of the approach. To be systematic on a limited basis is preferable over the haphazard, common-sense approach. If, for example, youth between the ages of 18 and 25 constitute one fourth of the library's target area population, then the opinions,

on the draft statement of needs, of at least two youth - out of a sampling of ten - within this age bracket must be sought.

The United States Department of Justice recently instituted the use of citizens panels to gather statistics on crimes. To measure the crime rate a representative sampling of citizens are interviewed periodically. This well financed experiment backed by the authority of the federal government should be closely watched and the implications for information needs analyses carefully noted.

Special consultation with recognized leaders - elected officials, ministers, organization chairmen - are less objective than panels; nevertheless, the opinions of these spokesmen add an important ingredient to a balanced appraisal. The persons most knowledgeable about planned changes and relevant new political developments are within this category. They are also able to point the way to the community meetings and special events which are most significant in understanding information needs.

The neighborhood advisory committee is the logical extension of the opinion panel and the consultation approach. Continuous active interaction with a body of citizens may constitute the optimum "way of

knowing" the community. The concept of a library advisory committee is as conservative as the concept of the parents-teachers association; nevertheless, such vital citizen participation is more the rare exception than the rule within the nation's library systems.

The unique characteristics of the Langston Hughes Community Library and Cultural Center of Corona-East Elmhurst (New York) is its community board. This library was initiated and established through the efforts of the local community. Prior to the enactment of the Library Services and Construction Act, in 1965, a group of citizens in the community, including two residents who were librarians, had been trying to get a public library in their community which would be located so that young children would not have to cross a busy thoroughfare to get to the library, and would be an agency particularly geared to the needs of the community. In 1967 the federal government agreed to fund this library proposal under L.S.C.A., with the Queens Borough Public Library as the conduit for the funds.

The community took the initiative to make the library truly a community agency. Harold Tucker, deceased Director of the Queens Borough Public Library, described the action of the community in choosing the

site of the library, at the library's opening ceremonies:

The first thing You (the community) told us is that you want the Center in a building of its own. Our search did not bring up anything very satisfactory. Then you said you want THIS building (a former Woolworth's). When we pointed out that it was occupied by an active business that did not want to give it up, you undertook to get the building released by the business and the landlord to agree to a lease. In the process you taught us a lot. How can I forget your meeting I attended when you were planning a barbecue to raise bail bond money for any who might get arrested in picketing Tak-A-Toy (the business that held the lease on the building)? If I could, I have a pretty good reminder in their suit against me and the Library for \$75,000 damages. I am informed - reliably I think - that your determination to obtain this location brought all organizations in this Community into unified action for the first time.

And so it went - in staffing, selected by the community, with community criteria, in programs and in activities. The Library Action Board, elected by the community, directs this library. As Mr. Tucker said: "There is no typical institutional appearance here". Langston Hughes is a beacon for the profession.

It should be self-evident that a profession that is not willing to communicate regularly with or to accept advice from its clientele is a profession that

is imposing a handicap upon itself and limiting its ability to function as an advocate or a supportive resource to advocacy efforts. Stated more bluntly: to help people one must be willing to relate to them as equals and to listen to them.

Establishing Information Priorities

Following the identification of needs, systems must be developed which most effectively and efficiently meet those needs. Like the patient entering a hospital each client in search of information is a unique case; nevertheless, just as standardized procedures, pre-designed equipment and established formulas, increase the possibility of the patient's successful recovery, in similar fashion, an adequate information delivery facility must be prepared. The facility's system must be developed to the point where routine and recurring problems are taken care of swiftly and almost automatically. The system should leave the professional librarian free to do the necessary improvisation and creative problem-solving for clients with complex information problems.

A classification system similar to the ten information priorities listed at the beginning of this discussion facilitates the arrangement of identified

needs in an orderly fashion. The advantage of such channeling of information far outweigh the dangers. By grouping the needs and the problems one is able to begin to standardize the answers and solutions. Before the inventory of information can be set in order and utilized, the problem must be pushed into the most suitable holding pen. For any information priority or category the related available body of general information is the starting point for the solution to a specific problem. For example: A problem related to food stamps may be handled more rapidly if it is already known that food stamp programs are usually administered not through health departments but through local social services agencies. Familiarity with the general structure and functions of the social service agency and its basic literature will lubricate the process of assisting with the food stamp problem.

Identification of needs followed by the categorization of those needs allows for a more orderly matching of information needs with information sources. For the obvious traditional print sources it is not difficult to remove them from their places in the Dewey and Library of Congress schemes and place them within a set of priorities focused to meet the survival needs of inner-city residents. Because of the rapidity of

changes within our society and the particularly volatile nature of the inner-city environment, traditional sources are the least important sources. A lengthy search will not produce a book or widely distributed pamphlet which describes court and corrections department procedures within any major city. Mothers whose sons have been arrested have an immediate need to understand the most elementary matters such as the number of phone calls the arrested person is permitted and places to inquire to see where the detainees are being taken. Libraries can begin to assist such cases only by acquiring internally used codes, handbooks and administrative memos; all of these items are seldom published.

Good reference librarians, usually located in the main library of a system, have often gone beyond the usual sources and obtained important unpublished materials as well as established contacts with useful experts. Such a thorough search for sources should not be limited to the blue ribbon service units such as the main library subject divisions, telephone reference, or the services to business and industry branches. The exceptional must become the rule and the special must be made accessible to inner-city residents. The meth-

ods and approaches used by special libraries must be transferred to inner-city libraries.

Systematic Utilization of Non-Print Media

Like the modern hospital, the modern information service facility should seek to utilize the best technology available. Non-print media produced by library specialists may enhance the effectiveness of information service systems. Instead of retreating from the "unusual" costs of non-print media, the profession should more closely examine the cost-benefit ratios involved. One video taped survey of the community may be repeatedly used to train new library staff, provide a speedy orientation for outsiders visiting the community, assist in analyzing needs, be utilized by other professionals working in the community. Street and transportation service maps arranged on slides may provide directions more effectively and efficiently than a lengthy explanation from a librarian who could probably use his time more creatively. One audio-slide presentation on a complex topic like the social security income supplement program may effectively explain and interpret it for hundreds of confused elderly people who need the assistance.

Utilization of existing commercially produced audio-visual materials remains important and there are many existing non-print materials which greatly enhance efforts to provide effective and relevant information services. Stress is being placed on the on-the-spot production of information packages because the need for directly relevant material is so great while the traditional and commercial production is so meager. Production of media packages by library personnel is a pioneering concept; however, among inner-city residents oriented toward radio, movies and television, electronic messages from the library are long overdue.

An infinite list of examples is possible: however, the examination of a set of principles and guidelines involved in the production and utilization of non-print media information packages would be more useful.

1. The high costs and lengthy preparation time required for non-print media are such that each production should be initiated only after careful planning and in accordance with a well developed information services strategy.
2. The designed information priorities must also be assigned top priority for the development of print materials when developing media production sched-

ules. Non-print media production activities should never be isolated from other information services.

3. Careful attention must be paid to the technical limitations of each medium and experiments must be conducted to determine the purposes for which each medium is best suited.
4. Impact, the element which holds the attention of the audience, can be achieved very effectively and with minimal costs by localizing the production. The sights and sounds should present community faces and voices.
5. A strong advocacy point of view should guide the production of non-print media information packages. Advocacy in favor of classes of victims - tenants, consumers, brutalized children - and against violators of the laws - landlords, unscrupulous merchants, cruel parents - is appropriate.

Restructuring Libraries To FunctionSystematically As AdvocatesMaximizing Positive Factors

For the millions who live in the inner-city with major survival problems, increased and wide-spread advocacy efforts can continue only if there is a supportive publicly financed information system. Such a system does not have to be the public library. In the most thorough and definitive statement published in the past decade on the neighborhood information center concept, Alfred J. Kahn ignored the public library completely. Using the British Citizens' Advice Bureaus as a model which are operated separate and apart from the public libraries, Kahn set forth an impressive theoretical foundation for an information delivery system.¹⁹ The fact that public libraries are completely ignored in this study is a sad but accurate indication of the feeble understanding of the role and potential of libraries possessed by members of most of the other major professions. The fact that no significant voices of protest were raised by the library profession against this uninformed or hostile act of omission demonstrates the monumental lack of imagination and survival instincts possessed by librarians.

Although, in 1966, speaking from the point of view of the social work profession, Kahn proposed the development of a network of neighborhood information centers closely linked to social service agencies, to date there has been no significant upsurge in the development of such centers. It must be noted that information and referral services have been a federally reimburseable activity for many years; however, at the moment when the greatest enthusiasm has been kindled for the use of this authorization, the federal government proposed to discontinue funding for such activities. Regulations issued by the Secretary of Health, Education and Welfare, in 1973, proposed to eliminate the function. These regulations have undergone several revisions, however, and it is expected that there will be some form of compromise permitting the individual states to decide whether or not they wish to continue funding information services from their social services allocation.

The present period of fiscal and administrative conservatism is such that where information services are established or expanded, most localities will probably choose to utilize their public library system to provide such services. Very practical facts of fund-

ing, public administration and politics support the conclusion that the public library is the optimum choice for this purpose. Some of the factors which must be considered are:

1. Public library systems already exist in most cities. They have linkages with a local tax and budgeting system and they have an accepted administrative structure.
2. Because of their established place in the system both private and government funding sources are more likely to view their financing more favorably.
3. No special start-up and no capital construction costs are needed to initiate or to expand information services. All new funds made available may be utilized for materials and personal services.
4. Branch libraries which already exist within the inner-city provide a convenient dissemination and distribution network.
5. The basic administrative and technical services systems developed by the library profession have functioned successfully and would have to be replicated at considerable cost by any alternative system.
6. Alternative systems will find it difficult to survive and sustain themselves in a situation charac-

terized by uncertain, spotty and haphazard financing.

Viewed from the point of view of sound programming most libraries have the capacity to move into the provision of information services as a major function. Most libraries are able to meet the criteria proposed by Kahn in his list of necessary basic qualities for neighborhood information centers (NIC's).

an "open door" atmosphere - An NIC is visible, accessible and welcoming, in an attractive setting, with evening hours and provision for baby tending and so on;

expertise - Accurate answers are available on a wide range of matters and sound referrals are made because of staff selection, training and information back-up, plus professional guidance;

range - The scope is all of social welfare and public service as it affects the citizen in his daily life;

flexibility - The conscious effort to meet people's real needs and not to fit formulas to them, to perceive of new combinations of issues and to approach each as a fresh problem;

ability to attract and serve all social classes - The "open door," range, flexibility and expertise make the NIC a resource valued by all and stigmatizing to none;

confidentially - There is opportunity for privacy and confidence that information given is used as intended. "Sharing" with others is by permission only, except under defined conditions of "clear and present danger";

nonpartisan and nonsectarian - Auspices, staffing clientele and referral patterns open the service to all and avoid exploitation for extraneous purposes;

unbiased in case channeling - The needs of the inquirer and not the habits or predilections of any particular agency or profession are dominant;

comprehensiveness - An effort is made to see the total range of an inquirer's needs and to cope with them as a "whole" (if he wishes), in contrast to the usually fragmented approaches (an NIC may undertake to assure integration of the effects of several agencies on a given "case");

accountability - The NIC is accountable to the inquirer for service and to the public for reporting and feedback. Its own internal procedures assure such accountability.

Within branch libraries many of the existing systems and routines may be modified to serve the cause of advocacy. The changes necessary are not alterations of forms and formats but changes in substance, contents and intensity of service. As an illustration it would be useful to examine four of the traditional branch library routines.

Community work and the need to transform it from the vague concept usually involving a few occasional and spotty contacts with the community to a concrete set of tasks which constitute a portion of a systematic effort to identify the information needs of

the community was discussed in section III. Most library systems and branch personnel endorse the concept; however, in inner-city areas, implementation is limited to a few sentimental and condescending forays into the neighborhood. As a part of the effort to get to know the community, such work requires a careful, thorough and professional approach utilizing considerable skills in psychology and human relations. The task begins, however, with a simple community resources contact file. Unfortunately such files are not kept up-to-date or they do not exist at all in most inner-city libraries. Not a radical new direction but the more competent practice of librarianship would convert this standard task into a useful tool for the support of more effective advocacy.

Programs in the branch or co-sponsored by the library outside of the branch are universally considered highly desirable library activities. Most programs, however, originate in the heads of the library staff and are not the result of a community demand or perceived need. They are also not designed to reach a goal or objective which is part of an overall strategy for providing service to the community. Several of the 17 NIC functions listed by Kahn may be executed through the vehicle of library programming.²¹ To con-

duct general community education; to recruit potential clients; to facilitate the self-organization of people with common problems; to seek program and policy changes in agencies; all of these functions may be served by the traditional format. Many of the functions which are considered only in terms of person to person contact may also be carried out in groups: To provide simple information, such as where something is located or how to get there; to provide information about more complex matters such as the provisions of a law or an agency's function; to clarify the significance of a statute or a provision; to give advice on how to proceed, not only clarifying the possible but suggesting a course of action.²²

Class actions, court suits on behalf of a large number of persons with a common grievance, should serve as a model for library programming. Landlord violations of the code enforcement laws is a common and recurring problem for tenants in the inner-city and programs for groups on this subject should be scheduled periodically. Problems related to the school bureaucracy - transfers, suspensions, expulsions - are commonplace enough to warrant periodically scheduled programs for parents. Despite continuing widespread unemployment, the dynamics of the job market are such that

periodic reviews may prove beneficial for those seeking immediate employment or training. Like the class action court case, the library's "information action" should be taken on behalf of groups when necessary. It should be noted that the kinds of programs proposed here could be made more effective and achieve greater impact through the use of non-print media information packages.

Reference work, a function which is considered so basic that the absence of it jeopardizes one's right to call an agency a library, must also provide the core for the modern information system. A large percentage of the public will always be seeking answers to simple and complex questions which primarily involve a search for the facts. Within the inner-city, the clientele is also primarily interested in facts; however, the traditional reference tools do not provide the answers to questions concerning survival needs. What is needed is a more thorough, dynamic and adaptive practice of the reference function. The seldom discussed but monumentally successful work of the reference librarian in special libraries should serve as the model for inner-city libraries. A thorough understanding of the survival needs and a constant search for new information sources must be complemented by a new approach to

the development of standardized, highly visual, ready reference aids. Recurring questions should be grouped to serve as the basis for special answer sheets, attractive displays which graphically illustrate answers and solutions, and non-print media information packages. For example: the answer to the question of how to fill out an application form to request public assistance is standard enough to be expedited by a ten minute audio-slide presentation which allows the inquirer to move at his own speed of comprehension and replay the presentation until he is satisfied. A similar presentation could give the location of every major employment and training agency in the neighborhood and the city.

Reader's Advisor Service is in many ways similar to creative reference work. It may also serve as the basis for the development of programs for groups. What is most important is that the role of the librarian as a reader's advisor be examined in terms of the functions of the advocate counselor. The unwritten assumption that the reader's advisor must offer advice only on matters related to education and reading must be discarded. The title of information advisor or information counselor would be more appropriate. An individual (or group) with a problem or grievance must

be assisted in his effort to cope or "deal" with the system. To the degree that information about the process or the substance of the matter can be supportive, the librarian must become involved and remain on the case until information of one kind or another is no longer useful.

To better understand the information role in the advocate counseling model, a review of Michael Brophy's previously cited discourse is useful at this point. Brophy states that the initial Advocate Counselor-client contact should focus on these major areas:

1. Exploration and delineation of the problem - an attempt to define the institution-individual problem which is causing the client pain.
2. Applicability of the Model - a general assessment as to whether or not the Advocate Counselor can be of help during the time allowed for solution to the problem.
3. Articulation of ideology and methodology - see The Advocate Counseling Model: Part I - Conceptual Framework, the sections on Definition, Scope, and Ideology and Relation of Advocate Counseling to Social Change/Contract Approaches.
4. Reliance on an Information Resource Center - a reservoir of primary and secondary source materials relating to institutions.
5. Broadening of client's perspectives - a listing of all options constituting a possible solution.²³

Although Brophy is not a librarian, he continually stresses the importance of information.

The Information Resource Center of the Advocate Counselor contains: 1) primary source materials, the major portion of the facility, and 2) secondary source materials.

Primary source material is material which can be regularly and systematically updated and indexed. Primary source material is defined as the Law, Court interpretations of the Law, written Memoranda of institutional administrators, and documentation of the institutional Operational Rules. The minimum requirements for such a facility include the Legislative Acts and relevant case law of the state in which the counseling service is being offered with an updating service, the Rules and Regulations or administrative code as they are known in some states, procedural and operational manuals together with Administrative Memoranda or relevant institutions, and documentation of institutional Operational Rules.

Secondary source material is material which may lead the Advocate Counselor to new primary source material. Included in this category are many excellent quick reference services such as the Criminal Law Reporter, Poverty Law Reporter, Juvenile Law Reporter, Prison Law Reporter, etc., which provide indexed coverage with explanations of many institutional procedures. Newspapers, magazines, journals, etc., have relevance as secondary source material in that they lead the Advocate Counselor to new Primary source material.

If time and finances permit, the Education Phase can be further facilitated with memoranda relating to common

client problem areas generated by the Advocate Counselor. The following guidelines are important concerning the development and dissemination of memoranda by the Advocate Counselor:

1. The memoranda must be phrased in language understandable to the clients;
2. The primary source material must always be cited, if not in the context then at the conclusion of the memo;
3. An effort should be made by the Advocate Counselor to insure that the client understands the content of the memo; and
4. The date on which the memoranda is to be considered outdated should be included to maintain the accuracy of the information and the credibility of the Advocate Counselor.

A note on the memoranda stating that the information contained therein may be outdated and the reader should contact the Advocate Counseling office provides a positive outreach mechanism. The continuing credibility of the Advocate Counselor or the agency for which he/she works depends primarily upon the accuracy of the information disseminated. Memoranda floating around with outdated and hence inaccurate information will destroy the credibility of the agency or individual practicing Advocate Counseling.²⁴

It must be remembered that the advocate counselor does not serve as an advocate. The counselor's purpose is to help the client negotiate his own grievance, implement his own solution to the institution oriented problem. Some of the tools necessary to

accomplish this feat are items for which librarians may provide detailed assistance: Grievances and complaints must be stated in writing and the librarian or information counselor may assist with this task. A chronological file must be maintained which contains records of all communications to and from the offending institution and the client may be helped with this task. Needless to say, the preparation of replies to institutional rebuttals may require extensive further reference work and research.

The advocate counselor approach to advocacy appears to be adaptable and functional for libraries for the following reasons:

1. There is an extensive reliance on information.
2. The counseling function is an extension of the present reader's advisor function.
3. The information counselor will be assisting groups or individuals to help themselves instead of serving as advocate for them.
4. Except in cases of emergency, library personnel are not thrown into confrontations with other government agencies. The offending agency is instead confronted by the individual or group served by the library.

5. Questions and problems related to "tipping points" or the step at which one must stop in order to avoid being accused of practicing law or usurping the authority of other agencies become less important when the individual is serving as his own advocate.
6. To provide information for decision-making is a role of the library which is synonymous with that of the advocate counselor. Victims and communities will eventually rebel if library personnel begin to make decisions for them.
7. Advocate counseling fosters independence and encourages the aggressive pursuit of justice through established channels. Assistance to large numbers of people who master such self-advocacy skills creates a cadre of supportive advocates of better information services.

In general there are many positive factors favoring the restructuring of public libraries to function as advocates. A conscious effort must be made to maximize these factors. For the public library, nearly everything is in place except the most vital ingredient. To expand and fully embrace the provision of information services as a priority responsibility and duty, the public library needs a new understanding of its

mission. As long ago as 1924, William S. Learned, in The American Public Library and the Diffusion of Knowledge, clearly and forcefully stated that part of the mission, part of the justification for the existence of the public library was the provision of practical information to the public. Clearly, there is nothing new and revolutionary in the call for libraries to provide information power to the people.

Citizen Participation As A Catalyst

The vital role of citizen participation in determining community information needs has already been discussed. The role of citizen participation as a catalyst in obtaining and maintaining adequate information services capable of supporting advocacy efforts must now be considered. Information is power and those who have power seldom voluntarily share such power with the powerless. The concept of information power is readily understood in government and business circles. Governments all over the world and industries in every area of production continue to invest heavily in information systems. Multi-national corporations, utilizing satellites for telecommunications are able to act with a speed and thoroughness greater than that of most governments. Major decision makers no longer have to

be "sold" on the need for such systems. Their present concerns focus more on the improvement, expansion and safeguarding of information systems.

It is naive to assume that the citizens of a democracy will always have access to information. At the national and international levels the dangers of state secrecy are recognized and a public debate is underway. On the state and local levels citizens are less aware of the problems of governmental and institutional secrecy. The advocate counseling model assumes that systematic and aggressive pursuit of the information needed is all that an aggrieved citizen must do in order to gain the information. It is recognized that the kind of information needed to obtain a response from a large bureaucracy is often contained in operations bulletins and administrative memoranda, items which are usually not automatically available to the public. Libraries have reported difficulty in obtaining routine and non-controversial publications from local government agencies. In order to increase the chances for successful development of a new government information center within the public library, the city of Atlanta, Georgia found it necessary to pass a law mandating that all agencies deposit copies of official publications in the library. Many states and

large cities have access to information laws; however, there are usually no adequate enforcement provisions and little public pressure for enforcement of such laws.

Instead of the present pattern of individual jostling matches on each occasion when it is necessary to obtain information from the bureaucracy, a more widespread citizens' awareness of the problem followed by greater pressures for generally mandated access to information is needed. Citizen awareness and more intense concern about information services and the obstacles involved in the provision of such services will not develop unless there is greater citizen participation in the overall information services system.

The process is a circular one. When citizens are involved in the process of identifying needs and planning information services, the probability that those needs will be effectively satisfied is increased. Positive experiences with libraries increase public support and with greater public support, more resources are made available to continue expanding and improving library services. Conversely, services which isolate themselves from the clientele served are likely to become less and less relevant and eventually will

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experience the most devastating act of hostility, the refusal to recognize the library as an institution worthy of action or reaction. In most of the nation's large cities, the inner-city residents have dismissed their libraries as irrelevant ornaments. The people most in need of information to support advocacy efforts have been locked out and their response is a hostile silence.

Big city school boards have decentralized to encourage greater citizen participation; hospitals have begun to accept advisory committees made up of health service consumers; numerous citizens commissions and advisory groups are being created as a result of new pressures for greater involvement in decision-making. Although it is slow and more intense in some parts of the country than in others, there is a steady movement toward more participatory democracy. Libraries, unique among the institutions directly serving the public, have ignored or resisted this movement.

In her recent study on citizen participation in library decision making,²⁵ Dr. Jane Robbins concluded that such participation was "minimal". From a sample of 254 public libraries, selected from 1,172 public libraries serving a population of over 25,000, 65 percent of the respondents indicated that their policy-

making style was centralized - 3.8 percent highly centralized, 34.7 percent centralized, 26.5 percent moderately centralized. In analyzing the participant categories in decision-making, 73.9 percent responded that the chief decision-maker was the "librarian", followed by "professionals" 54 percent, library boards 51.2 percent and key staff 43.7 percent. "Citizens" participated in decision-making in 5.7 percent of the responding libraries.

There were no Blacks on 65.8 percent of the boards. Forty percent had less than one percent (.9 percent) Black representation. (Other minorities do not appear in the tabulation.)

Most significant of all, 52.3 percent of the libraries were characterized as "resistant" to citizen participation in decision-making, 18.4 percent were "hesitant", less than one third, or 29.3 percent, were "receptive" to this concept.

In the case of one library which was identified by its responses as information-oriented, with a high participation of citizens and with a decentralized administration, Dr. Robbins found, in an in-depth study of that library, that it was basically similar to the majority of libraries.

In order to be able to provide adequate information service systems and networks, libraries must have citizen advocates. The competition for public funds is such that only where there is organized public support will institutions survive and remain strong enough to assist the survival efforts of their clientele. Since greater participation is a prerequisite for greater support, libraries should end their resistance to advisory committees, a concept which is as conservative as the local parents-teachers association.

By doing a better job in the provision of information services and by involving local residents in decision-making, libraries may spark a new awareness in inner-city communities. Since true power is not vague and illusive, the residents, individually and collectively, will begin to feel the power that information brings. A critical point of revelation will be reached and the pressure for more and better services will become the force which sustains the effort to make the library a bulwark for advocacy.

Necessary Changes In Library Education

Curriculum response of library schools to this particular area is difficult to assess. It cannot be

established by gathering a list of course titles. In 1973 an informal survey of the public library courses in six East Coast library schools made by a Columbia University student demonstrated that what library schools offer often depends on whether there is an individual on the faculty geared to the information center concept.

In library education, as in the libraries, individuals are groping with defining the concept, and at the same time attempting to identify the nature of urban sources and resources which help meet needs, as well as search strategies which apply to this field.

In instances where students are involved in the type of field work which is concerned with service to agencies and groups, the need is dramatically demonstrated for techniques and skills in digging out information which is not found in traditional sources or by traditional reference approaches. Students in the Community Media Librarian Program at Columbia University School of Library Service were engaged in research to produce media information packages on such topics as the requirements and procedures for getting food stamps; for receiving supplemental social security income; on the legal system as it applies to youth; on alternatives in housing in deteriorated

neighborhoods; on how to organize food buying clubs. Each of these topics related to survival information for individuals in every-day life. The printed information, gathered usually from agencies, was sometimes misleading or incomplete. Personal interviews, with professionals and laymen, were needed to get more complete data sometimes unpublished. In some cases, the agencies or individuals were not eager to share the information. Students in the library schools at the University of Toledo, which is concerned with training information specialists, have had some of these same kinds of experiences. Library schools, by developing courses to train students in this work, will be serving a dual function. They will be giving students the necessary skills and background to provide information to aid in functioning in today's society, with its information overload. They will also be sending out students whose knowledge and approaches will aid libraries, and move them more quickly and effectively, in restructuring their services to deal with this overload.

Library schools can develop education for information dissemination most effectively by maintaining close contact with the community, with the agencies and organizations serving the community, and

with the public libraries. Library education can move in this direction by developing an integrated curriculum encompassing these areas. The sequence would include training in analyzing and understanding communities and their infra-structures, identifying community information needs, and locating urban information sources and resources.

Developing the role of non-print resources is an essential element in this educational sequence. We do not have to belabor the point of the tremendous impact electronic communication has in today's society. Dervin and Greenberg in their study on the use of mass media by the urban poor²⁶ found the television medium in particular was universal in use and popularity. The importance of non-print media for the inner-city areas is discussed in another section of this paper. These considerations make clear how critical it is for library school students to learn how to produce non-print information packages as an essential part of their education for serving the information needs of communities. Non-print information must be so closely integrated with the printed information, that the student thinks in terms of all media, seeking only that format, or combination, which will present the information with the greatest clarity and impact.

Familiarity with commercial and other sources of non-print resources is important. With the need to up-date information, and the lack of locally based resources in non-print, it becomes increasingly important for the student to know and understand at a minimum, production of slides, audio tapes, video recording.

The cross fertilization among the various areas - information gathering, needs analysis, active dissemination of information in communities, production in all forms of media - would cut across the traditional course structure. It would be molded from elements in many of the traditional courses, making them consonant with the realities of life, and thus a significant tool for librarians serving in information capacities.

Audio-visual work in public libraries has for decades meant the selection, acquisition and distribution of recordings and 16 mm. films. In recent years cassettes and film strips have been added to some collections. Today, a new dimension in the audio-visual field is needed in the public libraries, the dissemination of information in non-print formats. Library education can help develop this dimension by graduating students with the necessary skills.

It is self-evident that librarians, products of traditional library education, and with work experience in the traditional mode, are in need of continuing education to up-date skills and knowledge. Workshops, institutes, seminars addressed to these needs can be met by library schools, who at the same time would forge a more close working relationship with the public libraries, one that could be mutually beneficial.

If doctors, engineers, lawyers, or any other profession which is training for a fast-changing field, find the need for some method of up-dating their knowledge and skills, this is more than true for libraries, whose field, information, is the fastest changing of them all.

Projections For The Future And Conclusions
Society's Rush Towards Greater Complexity

Modern society moves rapidly onward toward greater complexity. Regardless of the ideological or economic system, the complexity is inevitable. Information is as important to modern families as the ax was to the cave man or the bow and arrow to the American Indian. Survival becomes progressively more and more dependent on education and information. Already power resides with those who appreciate the value of and know how to utilize information. But the power of information cannot be kept secret and just as inner-city residents have demanded more from the formal educational institutions, they are likely to demand more and better information services. Libraries must be prepared to meet such demands and not default to new, makeshift and improvised information services facilities.

Unfortunately, the increasing complexity of society is not matched by an increasing national economic growth rate. While a declining economic growth rate will create fewer jobs, the continued productivity of the nation's mass education apparatus will graduate more educated workers. Contrary to the prevailing notion in most inner-city communities, a col-

lege education no longer automatically guarantees a decent job. Like Japan and several European and Third World countries, we are moving toward the creation of a highly educated poor. This new educated poor will join the ranks of the inner-city residents. Competition for jobs and for other benefits and services will be maximized. There will be a greater push for participation in decision-making within all local institutions. The educated poor will place greater pressures on the established bureaucracies and they will pressure their elected and appointed leaders for a more effective delivery of services. New pressures for better information services are likely to be created by constituents who are able to serve as their own advocates but who will require the support of information centers.

A Vital Role For Libraries And Information Centers

To satisfy the new mass demands and provide an adequate response to the new pressures, library systems will be presented with another, perhaps the final, opportunity to assume their role as the information management component of the overall services delivery system. The absence of a well developed and well publicized plan and design prevents the library

from moving toward the assumption of this role. Since government decision-makers do not automatically choose the approaches which provide the greatest benefits for the least costs, the library's function as the information management component must be "merchandised". This lack of a well articulated position and a carefully developed merchandising strategy has resulted in a poor understanding and lack of appreciation of the library's position by budget decision-makers. There are many advantageous elements in the library's approach to learning and the provision of information which legislators and public administrators should examine closely. The emphasis on an independent approach to learning which eliminates costly pupil-teacher ratios; the variety of materials and the flexibility of approaches made possible for the student; compatibility with the mass media educational programming; these are areas which must be examined if education is to be provided for the citizens at all age levels who are pressing for more opportunities. When compared to other institutions the library has an unbeatable cost-benefits ratio. When imaginatively used it can offer much more to citizens at a comparatively lower cost.

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Other non-educational community institutions and agencies should review the library's present and potential position with respect to the information dissemination needs of their organizations. Instead of continuing to be the target of library supported advocacy efforts, such institutions should maximize their information generation activities and channel such information through the library system. Since information is usually a primary element of the advocacy effort, by providing as much information as possible to potential advocates and their clients, agencies and institutions may lessen the intensity of the conflict. Instead of confrontations, the availability of pertinent and truthful information, documented by the agency in question, may foster consultations and quick, simple negotiations.

As stated above, all institutions are likely to experience increasing pressures from the public. There will be pressures for a better delivery of services at lower costs and there will be pressures for involvement in decision-making. To explain and defend their own decisions and designs, the elected, appointed and administrative leadership of these institutions will find it necessary to develop and to disseminate more information for public consumption.

Already political reform groups have opened many hearings and special sessions in municipal and state legislatures. Participation, even as a spectator, fosters more questions and creates demands for more information. Major decision-makers are likely soon to be wandering in search of an apparatus that assists in proving their willingness to share information with the public. The library leadership must step forward and demonstrate their pivotal position as the conduit for information moving from the top downwards and as the supporter of advocacy for the people on the bottom.

The Model Advocacy Information System For The Future

There is a need for a scientifically developed feedback system which identifies information needs and which measures the responses to efforts to meet those identified needs. Such a system must be on-going and capable of supplying data on a timely basis. For a local library system this is probably an impossible enterprise; however, a national effort with local adjustments and inputs is clearly feasible. The most significant and vital information is generated in Washington - from the Congress, the Supreme Court, the White House and the subordinate bureaus and departments under these three branches of government. The

farmer in Idaho needs to know immediately of a change in the government's position on farm price supports. The elderly inner-city resident needs to know that an increase in her social security check may make her ineligible for certain other social services and benefits. College students denied jobs in federally funded summer programs need to have access to information on presidential impoundment policies. The case for a national information network is not a difficult case to argue. There are other national efforts which may serve as precedents or which may be expanded to include public information needs. The unemployment and cost of living surveys are good examples of national feedback surveys. The Department of Justice crime reporting panels of citizens have already been mentioned. There are also discussions underway concerning a national effort to periodically attempt to measure the quality of life in cities and neighborhoods.

There are also national and local private opinion polls which, like the government sponsored surveys, must be presently considered when conducting information needs analyses. A national effort would not substitute for a systematic approach by the local librarian; however, it would complement the local

analysis and make the overall task much simpler and the results more valid. In a model system no element is more important than an adequate means of identifying and anticipating needs.

Media appropriate for every need is a second important element of a model advocacy information system. The utilization of locally produced non-print information packages is discussed above. Such activity at the branch level, due to limited resources, can do no more than arouse the appetite of the clientele. Ways must be developed to place other locally produced and nationally produced information packages at the disposal of the practicing inner-city librarian. Media resources clearing houses, banks, indexes are needed. Present efforts to fill the void are valiant but lack the resources which such an enterprise merits. The first and most serious problem; however, is the lack of production of non-print media information specifically geared for use in the inner-city. While more must be done to insure access to films, audio history, audio slides and video tapes that are being produced, the first need is to pressure for more production.

Educational television, financed by both foundations and government, generally emphasizes cultural programs rather than information programs. When information programs are produced, they are aimed at a wide national audience and therefore seldom focus on the information topics of greatest concern to the people of the inner-city. As stated above, however, there is a national audience large enough to command more of the budget and the resources of national educational television. The needs of the aged in the inner-city overlap with the needs of the aged in the country. Veterans need information that only the government generates and the needs of the inner-city veterans for detailed information are similar to those of veterans everywhere. Food stamps, medicaid eligibility, income tax audits as well as preparation of tax returns; these are only a few examples of topics which deserve a national investment of media production resources. Since educational television, like its commercial big brother, is often forced to seek a high viewing audience rating, the financing of more informational films and video tape series as well as audio slide presentation, must be undertaken by govern-

ment and foundation funding mechanisms similar to those utilized by educational television networks and stations.

In addition to a more aggressive exploration of the territory of non-print media, there remains a need to improve the mass production of important printed information. Very elementary items such as the size of printings and the distribution mechanisms for government documents must still be discussed and reviewed. Too often a stone age mentality and reasoning shape decisions on the number of copies and the procedure for dissemination; the convenience of warehouse clerks in Washington sometimes overshadow the information needs of inner-city residents. It is possible to develop a system which speedily distributes priority documents without replicating the problems which accompany designations as government depositors. For example: obviously priority information items such as the edited transcript of the presidential tapes; the Supreme Court decision on obscenity and abortions; the summary of the congressional hearings on the energy crisis; should be automatically delivered to the nation's public libraries. Citizens who are far from the government printing office should have the assurance that such vital documents are available to them through the local library.

Equally important documents are produced by state and local governments and the decisions related to type of publication, number produced and distribution mechanism appear to be made in an equally haphazard fashion. In New York City a classic example was dramatized when the Commissioner of the Department of Consumer Affairs announced on television that consumer complaint forms were available and two days later had to return to television to apologize for the fact that forms were no longer available because all 2,000 copies had been taken already and a new printing would be required. In a city of 8,000,000 people 2,000 forms were offered to meet a widespread need because there are no guidelines and procedures to assist bureaucrats in determining such numbers.

A model advocacy information system must take the initiative in developing codes and formulas which guide the production and distribution of important documents and information aids. Government also has a responsibility to explain and interpret the laws, rules, codes, in the simplest possible terms and therefore must also be pressured to improve the style and formats of publications. Government information sources also have an obligation to mass produce non-

print media information aids when such aids convey the message more effectively.

At the core of the model advocacy information system there must be a librarian intensely committed to the practice of activist librarianship. All of the elements - feedback system, media, mass production - briefly discussed here will remain interesting theories and proposals unless practicing librarians bring them to life through implementation. Systems must allow librarians to operate not as keepers of records but as controllers of traffic on the information circuits. On the one hand there is an information overload and the circuits are jammed. On the other hand the information facilities serving the inner-city residents are barren and empty. To unclog the information jam and direct a steady flow of the most pertinent information into libraries and information centers is the responsibility of the activist librarian. Activist librarianship should not be misunderstood to mean that librarians should usurp the role of community leaders. Activist librarianship means that librarians must be immersed in problems and issues as well as the world of books, documents and non-print media. The activist librarian has a local and national orientation which allows her to quickly

understand and articulate the information implications for major survival issues. It has already been stated that major changes in library education and continuing education will be necessary in order to produce librarians who can perform well as information specialists and advocates. In addition to more appropriate education, the community, political and administrative environment must also encourage the practice of activist librarianship. Adequate and sustained delivery of information which supports advocacy efforts can only be accomplished through a total systems approach.

Conclusions

1. Information can play a vital role in assisting inner-city residents to cope with major survival problems. The provision of supportive information increases the effectiveness of all types of advocacy.
2. Every problem, issue and institutional function has its own inventory of information, is immersed in a particular environment of facts, statistics, theories, laws, regulations, precedents and cases.

3. The provision of information automatically supports advocacy; however, a conscious commitment to advocacy by the library profession is an important prerequisite to the improvement of information delivery services.
4. The limited success achieved by recent library outreach efforts within the inner-city is partially due to the absence of a commitment to advocacy and lack of **systems** capable of supporting advocacy efforts. Population changes in the cities, however, have forced libraries to begin to move closer to the role most relevant for its public - the information service role.
5. An effective systems approach to the improvement of information delivery services must begin with an understanding of the library as a sub-system within a larger overall services delivery system.
6. Libraries must utilize more systematic approaches to the identification of information needs. Information priorities must be established and formal linkages with major information sources must be developed.
7. Libraries have the potential capacity for restructuring to function systematically as advocates.

Traditional routines and facilities can be modified and redirected with minimal costs.

8. More citizen participation in local libraries is needed in order to broaden their base of support and in order to keep the information services relevant and immediately useful to local residents.
9. The initial and most vitally needed change is in professional attitudes toward service and advocacy and therefore library education must be revamped to promote and encourage a new professional outlook toward the creation of information services networks.
10. A model advocacy information system for the future must be based on a network of interlocking cooperative arrangements between national, state and local information production components. Within systems greater coordination from one unit to another and specialization where necessary combined with a modification of traditional internal branch routines and procedures must be encouraged. Administrative arrangements must support and encourage the librarian to practice as an information specialist and advocate.

FOOTNOTES

- 1 The Information Retrieval Manual was developed in the late 1960's for use in the Lindsay administration's "Little City Halls" in neighborhood areas. The grant for its operation expired June 30, 1974. Information contained in it has been computerized by the Administration and Management Research Association of New York City, Inc. to be used by the Citizens' Urban Information Centers discussed in this paper.
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- 10 Ibid., p.50.
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- 21 Ibid., pp.112-119.
- 22 Ibid.
- 23 Op. cit., II, pp.4-5.
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